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REPORT

OF THE

New York *agriculture*
Department of (Farms) and
Markets

INCLUDING REPORTS OF THE

COUNCIL OF FARMS AND MARKETS

DIVISION OF AGRICULTURE

DIVISION OF FOODS AND MARKETS

FOR THE YEAR 1919



ALBANY

J. B. LYON COMPANY, PRINTERS

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REPORT OF THE COUNCIL OF FARMS AND MARKETS

To the Legislature of the State of New York:

The report on the work of the Department of Farms and Markets, which we have the honor to transmit to you herewith, is intended to give you and the people of the State, an account of the organization, activities and accomplishments of this department during the calendar year of 1919.

In that period, this department which is a creature of the Legislature and responsible directly to it, was a target for much unfair criticism. In presenting this report the council desires nothing more than recognition for what has actually been accomplished through the Division of Agriculture, the Division of Foods and Markets and its own activities.

Out of all the criticisms that have been made of the Council and the department, whatever their source or their motives, the council has endeavored to utilize every suggestion of constructive value in building up the efficiency of the work with which it is concerned. Most of the criticism has borne little evidence of springing from a real understanding of the problems confronting this body or a genuine desire to assist in meeting them. To those who desired to make unfriendly criticism for personal ends, it has been easy to create the impression that this Department, might if it chose, in some magic way, change economic conditions from which all have suffered but which are world-wide and utterly beyond our control.

The general unrest over rising prices of all commodities including foods naturally encourages the grasping for quick solutions, and the hope that governmental agencies may suddenly exercise powers that they have never been granted, strength for which no equipment has been provided, and wisdom above that of the people themselves.

In full consciousness of this situation the Council and the Commissioners responsible to it have bent every energy toward meeting the responsibilities placed upon them. Their responsibility first was to see that the fundamental regulatory laws for

which the department is responsible were efficiently enforced. Second, they had to work out new activities and new policies to carry out the new duties placed upon them. And third, they have had to seek ways in which they might meet temporary emergency conditions for the solution of which neither new powers nor equipment were at hand.

The inquisitorial investigation to which the department was subjected during the latter half of this year was a great hindrance to its morale and efficiency. Day after day for weeks the time of bureau heads and clerical force in the Albany office was consumed in complying with the demands of investigators whose only idea was to find something that would appear sensational. The investigation failed to bring to light the misuse of a single cent of the funds received and disbursed by the department or the dishonest handling of a single legal case.

In presenting the reports which follow, the Council and the two Commissioners are conscious of many things they would like to have accomplished in the year 1919 that conditions beyond their control prevented them from accomplishing, but they are proud of the progress that has been made with the resources at their command.

COUNCIL OF FARMS AND MARKETS.

By WILLIAM E. DANA, *President.*

Albany, N. Y., *February* 10, 1920.

COUNCIL OF FARMS AND MARKETS

REPORT FOR 1919

In the fifteen meetings held by the Council of Farms and Markets in 1919, the Council gave consideration to a large range of matters having to do with the organization of the Department, the determination of questions of policy in the administration of the agricultural and marketing laws and the meeting of new problems of agriculture and food distribution that arose during the year. In addition to these general meetings the Council or committees of the Council held eighteen public meetings on the milk problem in thirteen different cities, two public meetings in regard to the sale of cold storage eggs, a hearing on proposed legislation relating to feedstuffs and various conferences.

General Administrative Functions

Included in the general administrative matters acted upon by the Council are all questions relating to departmental organization and assignment of responsibility between the two divisions, the making of appointments on recommendation of the commissioners, the receiving of progress reports and recommendations regarding disposition of violation cases from each of the two divisions, the presentation of the annual budget of the Department to the Legislature and the investigations of complaints against the administration of either division.

Milk Investigations

Under the farms and markets law the Council is authorized to "act as mediator or arbitrator, *when jointly invited*, in any controversy or issue that may arise between producers and distributors of food." In the milk strike in New York City in January, 1919, and in other controversies over the price of milk in up-state cities the Council, therefore, stood ready to act, but with the exception of a few smaller cities, was not jointly invited. The situation in New York City in January resulted from discontinuance on December 19, 1918, after the signing of the armistice, of the supervision over milk prices exercised by the Federal Food

Administration which by agreement during the war had sole control over milk prices. About this time the district attorney of New York County instituted a John Doe proceeding and, subsequently, the Governor appointed a special commission to adjust the controversy and this body continued to act as arbitrator in the months following, a formula for arriving at a price for fluid milk based on current prices of butter and cheese being adopted.

On January 20, 1919, John Mitchell, then the President of the Council, presented a plan for an investigation of the cost of producing and distributing milk, the expense of the investigation to be defrayed either by direct appropriation by the Legislature or by transfer of unexpended funds of the Food Commission, to an amount of \$25,000. The purpose of this plan was to avoid the superficial type of investigation that consisted merely in weighing controversial testimony and to make accounting and engineering examinations that would bring out the real facts on which a public policy could be based. The plan was adopted by the Council but could not be carried out because of the unwillingness of the Governor to approve the appropriation.

Without waiting for funds to carry out this plan, however, the Council decided to comply with the request of the City of Glens Falls and make an investigation there as to the price charged consumers for milk. A committee of the Council consisting of Messrs. Dana, Clark, Pratt and Day, were appointed to conduct milk investigations, with assistance of the counsel and the two commissioners. This committee held hearings in Glens Falls and subsequently in New York City, Albany, Syracuse, Utica, Birmingham, Poughkeepsie, Canton, Watertown, Middletown and Troy. It also secured data as to cost of distribution in Olean, Batavia, Lockport and Jamestown, and reviewed investigations made in Buffalo and Rochester.

As a result of the inquiry at Glens Falls the Council took action on February 13 recommending that the distributing companies of Glens Falls deliver milk during the month of March to consumers at not exceeding 12 cents per quart, which decision was transmitted to the dealers and to the press of that city.

The Council made a report on April 18, 1919, to the Legislature, embodying the results of its investigation up to that time

and recommending that provision be made for a thorough investigation of the cost of distribution of milk in New York City. Because of the opposition of the Governor, sufficient funds for this investigation were not appropriated, however. Reports on the investigations in Glens Falls and Troy were published in the September bulletin of the Division of Foods and Markets.

For the purpose of considering proposed legislation to reduce the cost of milk distribution the Council decided to hold a series of public hearings in the principal cities of the State, three of which were held before the end of the year. One of these was a general public hearing in the Aldermanic Chamber, City Hall, New York City, on December 4, at which anybody who desired to present any plan for reducing milk costs was given a chance to do so. This was followed the next day by a conference with various representatives of consumers' organizations, civic bodies and of the producers and distributors. A similar public hearing was held in Buffalo December 11th.

European Corn Borer

The appearance of the European Corn Borer in the Mohawk Valley in January, 1919, was brought immediately to the attention of the Council and as a result of a hearing on the subject at the College of Agriculture in Ithaca, February 13th, a committee of the Council was appointed to formulate a plan for meeting the situation. On recommendation of the Council the Legislature made an initial appropriation of \$75,000 and a subsequent appropriation of \$25,000 to be used by the Division of Agriculture in exterminating this insect.*

Consideration of Storage, Markets and Marketing

Early in the year the Council appointed a special committee of five of its members to consider matters coming before the Council in relation to storage, markets and marketing. This committee cooperated with the Division of Foods and Markets in various inquiries and in September presented to the Council a partial program supporting the work of the Division.

* See report on this work under Bureau of Plant Industry, Division of Agriculture.

Cold Storage Eggs

When the season for marketing of cold storage eggs opened in September, 1919, the Council was confronted with the problem of either reenacting the old rule of the former State Commissioner of Foods and Markets requiring the individual stamping of all cold storage eggs with the words "Cold Storage," or substituting something more practical of enforcement that would accomplish the same end. Although the power to enact the ruling had been established by court decisions,¹ it was suspended by the Council at the request of the United States Food Administration because of partial conflict with its rules. The problem of securing substantial evidence of a violation and enforcing the rule was exceedingly difficult and the rule had never been effectively enforced.

Nevertheless, the Council re-enacted the rule on September 24, 1919, in order to give it a thorough test and to extend the desired protection to the consumer if it was possible to do so through this measure.

A month's experience in endeavoring to enforce this rule, with the insignificant number of inspectors who could be assigned even temporarily to this work, proved so unsatisfactory and offered so little promise of accomplishing the purpose for which the rule was created that the Council held several hearings on the question, to which representatives of consumers and of various trade groups were invited. Professor Earl Benjamin of the Poultry Department of the State College of Agriculture and others discussed the marketing of eggs and how the consumer could best be best protected from fraud. The Council also had the benefit of the experience of officials of the Federal Bureau of Markets and neighboring states. After further consideration of the whole question and consultation with the New York City Department of Health the Council adopted the following resolution:

¹ See cases of *Dillon vs. Butter*, 174 N. Y. Sup. 198; *Dillon vs. Swift & Co.*, 180 App. Div. 884; and *Department of Farms and Markets vs. Swift & Co.*, 174 N. Y. Sup. 200.

RULES IN RE COLD STORAGE EGGS

"WHEREAS, on November 16, 1915, the then Commissioner of Food and Markets prescribed the following rules:

"Every person, firm or corporation, who does a wholesale or jobbing trade in cold storage eggs, or who offers cold storage eggs for sale, is hereby required to mark all cartons and all cases containing eggs in cartons or otherwise, with the words 'cold storage,' in a conspicuous place on the outside of the carton and case; and to plainly mark on the face of all invoices and bills, the words 'cold storage eggs,' in billing or invoicing, for the sale of eggs that have been kept in cold storage or refrigeration, and also to display in a conspicuous place in their place of business, in full view of the public, a card upon which shall be printed 'cold storage eggs sold here,' in letters at least two inches in height.

"Every person, firm or corporation, who offers for sale at retail, eggs that have been kept in cold storage or refrigeration, are hereby required to display in a conspicuous place in their place of business, in full view of the public, a card upon which shall be printed, 'cold storage food sold here,' in letters not less than two inches in height, and to issue with each sale of cold storage eggs, a bill or invoice, plainly marked 'cold storage eggs.' Retailers displaying or holding cold storage eggs, must post a sign in full view of the public in or near the container, containing the words 'cold storage eggs,' and the price plainly marked for which they are sold."

and on July 24, 1916, the following rule:

"Every person or persons, corporation or corporations, engaged in the business of jobbing, wholesaling or retailing eggs, shall, before offering or exposing for sale any eggs which have at any time been stored in cold storage warehouse, or any other place maintained for cold storage purposes, brand, stamp or mark on the shell of each such egg, the words 'cold storage' or their equivalent, in plain letters, at least one-eighth inch high; provided such eggs do not already bear such brand, stamp or mark; and provided further that eggs may be sold in the original unbroken pack-

ages in which they have been received from such cold storage without being so branded, stamped or marked."

"*Resolved*, That the following rules for the handling and sale of cold storage eggs be and hereby are adopted in place of and as a substitute for the above-described rules:

"1. No person, firm or corporation shall sell or offer for sale any cold storage eggs, unless the carton, container or package in which such eggs are sold, or are exhibited for sale, is marked or stamped with the words 'cold storage' in plain letters at least three-eighths of an inch in height.

"2. Retailers displaying cold storage eggs for sale shall keep the mark or stamp 'cold storage' upon the container in which such eggs are displayed or kept, in plain view of the purchaser.

"3. No person, firm or corporation selling cold storage eggs shall represent, sell or advertise such eggs otherwise than as such.

"4. All wholesalers or jobbers of cold storage eggs shall deliver bills or invoices for same to the purchaser, and such invoice or bill shall clearly describe the eggs, using the words 'cold storage eggs,' and every dealer in such eggs shall retain such invoice or bill so rendered on file in his place of business until all the eggs covered by such invoice or bill are sold.

"5. The term 'cold storage eggs' shall be construed to mean eggs which have been held in a warehouse or other place of storage at a temperature at or below 45 degrees Fahrenheit, for a period of thirty days or more.

"6. No person shall remove or erase, or permit to be removed or erased, any stamp or mark required by the foregoing rules to be placed upon any package or container while containing any cold storage eggs."

(Dated, Albany, N. Y., November 8, 1919.)

Examination of Diseased Cattle

Considerable attention was given by the Council during the year to the problem of eliminating disease in the dairy herds of the State. Dean V. A. Moore of the State Veterinary College at Ithaca, appeared before the Council at its invitation in January

and discussed at length the situation as he saw it in regard to tuberculosis among cattle in this State. He described the various methods of testing cattle and of building up disease-free herds.

At the request of the Council, the Commissioner of Agriculture presented at each meeting for several months following, a written report from the Director of the Bureau of Animal Husbandry as to the number of cattle physically examined and the results of examination, that is, the number of cows found to be spreaders of disease or in such an advanced stage as to require their elimination from herds.¹

After weighing the somewhat conflicting contentions of various authorities as to the relative merits of different systems of testing and disease elimination, the Council took the position that the present method of making physical examination, as provided in the law, for the purpose of eliminating animals that might spread tuberculosis to humans or to other animals, as well as tuberculin tests and the method of establishing accredited herds should be extended. The principal outcome of the consideration of this matter by the Council was a definite co-operative relationship with the United States Department of Agriculture in establishing accredited herds in this State, a move that has received the hearty support of dairymen and breeders.

The Karakul Sheep Case

The claims of the American Karakul Fur Sheep Company, Incorporated, against the State of New York, for damages sustained to their sheep from dogs, were brought before the Council in September, because of the unwillingness of that corporation to accept the award approved by the Division of Agriculture. The case involved the questions as to whether an amendment to the law passed on May 2, 1918, permitting the filing of claims for supplemental damages was retroactive and as to whether allowances for damages could be made on the basis of exceptional value of a particular breed of animal. The recommendation of the committee appointed to investigate the case was that the law was not retroactive and that: "It was manifestly not the intent or purpose of the framers of the statute to pay any excessive values for animals

¹ See Report of Bureau of Animal Husbandry, Division of Agriculture, p. 29.

having an individual or peculiar value in excess of the normal values of other animals of the same class. The statute is designed to promote the industry of breeding domestic animals of usual and normal value for the public benefit." The allowances approved by the Council were based on this principle.

Legislation

One of the duties of the Council has been the consideration of needed legislation relating to agriculture and food distribution. Each of the commissioners submitted bills prepared by them to meet the needs in their respective fields and these were examined and passed upon by a legislative committee of the Council and subsequently acted upon by the Council as a whole. Both Commissioners co-operated with the Council in the drafting of a bill to regulate the sale of materials of low-feeding value in commercial mixed feeds, which was passed by both houses of the Legislature but failed of enactment through a technical flaw in the copying of the bill. An amendment to the Dog Law, a bill relating to sale of seeds, a bill giving the department more definite power to establish standards and definitions and one giving the Commissioner of Foods and Markets supervision over the sanitary conditions in food factories, were among those submitted to the Legislature with the approval of the Council. Amendments to the dairy laws were secured which insure fairness in tests of milk bought on the butter-fat basis and tend to eliminate fraud in weighing of milk at receiving stations. The apple grading and fertilizer laws were also improved.

Departmental Expenditures

The total amount of the appropriations for the actual operations of the Department for the fiscal year ending June 30, 1919, was \$817,614.45; and the expenditures therefrom amounted to \$733,318.11.

Approximately 60 per cent of the gross appropriations of the Department are for statutory purposes, merely auxiliary to the actual operations. The expenditures of the Division of Agriculture for personal service, maintenance and operation for the fiscal

year ending June 30, 1919, was \$542,497.79, and for the Division of Foods and Markets was \$190,820.32.

The receipts of the Department for the year from licenses, sale of publications, penalties, etc., amounted to \$141,953.55.

In addition to the above, there was collected from the cities and towns of the State for dog licenses the sum of \$474,233.17. There was expended for claims for damages and fees and expenses under the dog license law, \$150,998.87. The amount of surplus moneys reapportioned to the cities and towns was \$306,951.02.

The funds appropriated for the following were administered by the Department as required by the statutes: Co-operative farm bureaus, \$33,600; home demonstration agents, \$13,400; expenses of annual conference, \$2,200; diseases of animals, indemnities for glanders and tuberculosis, \$190,000; European corn borer, \$100,000; agricultural fairs, \$250,000; and National Milk and Dairy Farm Exposition, \$26,000.

Changes in Membership

There were several changes in the personnel of the Council during the year. Mr. John Mitchell, who had served as president of the Council since its inception, resigned from the presidency on April 7, 1919, and immediately afterward resigned from membership on the Council. His death in September was felt as a great personal loss by the Council.

Mr. William E. Dana, who had been vice-president, was elected president to succeed Mr. Mitchell. Dr. Jonathan C. Day, formerly Commissioner of Public Markets of New York City and ex-officio member of the Council, was then elected vice-president.

Mr. C. Fred Boshart was elected by the 1919 Legislature to succeed Mr. Mitchell as member of the Council at large.

When Dr. Day was succeeded as Commissioner of Public Markets of New York City by Edwin J. O'Malley, Mr. Datus Clark was elected vice-president.

The death in October of Mr. James H. Killough, member of the Council from the Second Judicial District, was another great loss to the Council and left a vacancy in its membership at the close of the year.¹

¹ The full personnel of the Council will be found on page 73.

DESCRIPTIVE OUTLINE OF THE ORGANIZATION AND FUNCTIONS OF THE DEPARTMENT OF FARMS AND MARKETS

GENERAL ADMINISTRATION

Functions of Department as a whole:

To execute laws of state relative to agriculture, including horticulture, farm and dairy products, and transportation, storage, marketing and distribution of food, to enforce the weights and measures law and laws relative to the adulteration and misbranding of food products.

Council of Farms and Markets, composed of ten members elected by Legislature, one from each of nine judicial districts and one at large, and the commissioner of public markets of New York city, ex officio.

The Department of Farms and Markets is composed of two divisions:

The Division of Agriculture, responsible for carrying out the provisions of the agricultural law having to do directly with agricultural production, promotion of dairy and other animal industries, and

The Division of Foods and Markets, responsible for activities relating to the marketing, distribution, storage, adulteration and misbranding of foods and for enforcing the state weights and measures law.

DIVISION OF AGRICULTURE

To enforce and carry out the provisions of the agricultural law having to do directly with agricultural production.

Headed by the Commissioner of Agriculture.

Bureau of Plant Industry

To carry out provisions of agricultural law relative to prevention of insect pests and fungous diseases among trees and plants, and relative to grading of apples and horticultural inspection.

Bureau of Animal Industry

To carry out and enforce laws relating to diseases of domestic animals, sale of calves and carcasses, licensing of stallions, breeding of horses, licensing of dogs and protection of domestic animals therefrom, and protection of pure-bred stock.

Bureau of State Institution Farms

To manage farms connected with state institutions and to direct certain extension work to show agricultural advantages in New York State.

Bureau of Farm Settlement

To promote settling of farms and to disseminate information relative to availability of farm labor and farms for sale or to rent.

Bureau of Dairy Products

To enforce provisions of agricultural law relative to production, handling, testing and sale of milk, manufacture and branding of dairy products, sale of oleomargarine, linseed oil and turpentine, licensing of all commercial feeds, and enforcement of feeding stuff, fertilizer and seed laws.

Bureau of Statistics

To collect and disseminate statistics relative to agriculture and agricultural production.

Legal Bureau

To advise Commissioner and other officials, sift evidence of violations, prepare cases for Attorney-General, represent Division in court and answer inquiries as to requirements of agricultural laws.

Branch offices

New York City, Utica, Cortland, Rochester and Buffalo.

To carry on activities of Division as assigned and directed by Commissioner.

Bureau of Accounts

To keep records of expenditures and receipts of entire Department.

DIVISION OF FOODS AND MARKETS

To execute duties of Department relating to marketing and distribution of farm products, to enforce laws relating to weights and measures, cold storage, adulteration and misbranding of food products, and to promote more economical and efficient methods of food distribution.

Headed by the Commissioner of Foods and Markets.

Bureau of Markets and Storage

To compile records of cold storage holdings and enforce cold storage law, to furnish information to shippers, receivers, consumers and co-operative buying associations as to sources of supply, market prices and conditions, and methods of packing, shipping and marketing, to conduct special investigations of food marketing problems, to investigate complaints against receivers, transportation agencies or shippers, to assist farmers in finding markets and to aid municipalities in studying local market problems and in establishing public markets.

Bureau of Cooperative Associations

To aid in organization and operation of consumers' and producers' cooperative associations, to facilitate exchange between them, to collect and disseminate information regarding cooperation, to receive and examine reports required by law from cooperative associations, and to carry out purposes of cooperative laws in checking commercial agencies illegitimately claiming to be cooperative in character.

Bureau of Licenses

To receive and examine applications for licenses from milk gathering stations, commission merchants and public cold storage warehouses, to investigate assets and liabilities of applicants, to pass upon bonds filed by licensees, to receive and direct investigation of complaints against licensees, to prepare cases of violations of licensing laws, to receive and transmit to Bureau of Accounts all license fees and to distribute among claimants amounts collected on forfeited bonds.

Bureau of Weights and Measures

To have custody of state official standards of weights and measures, to maintain general supervision over city and county

sealers of weights and measures, to inspect weighing and measuring devices in state institutions and throughout the state, to issue specifications for weighing and measuring devices, to test and certify to such devices before they are offered for sale within state, to test berry boxes, baskets and other containers, to test all standards used by city and county sealers once in every five years, to investigate complaints and to carry out purposes of state weights and measures law.

Bureau of Food Products

To conduct field inspections, collect samples, prepare evidence of violations and such other activities as may be necessary to enforce provisions of Article 8 of Agricultural Law relative to adulteration and misbranding of food products, and to adulteration of confectionery, of Article 4 of Agricultural Law relative to manufacture and sale of vinegar, of sections of Article 14 defining and regulating sale of honey, maple syrup and sugar and imitations of these products, of Article 26 relative to marketing of canned goods, and of Article 4 of Public Health Law relating to foods and beverages and to direct enforcement of departmental rules relative to storage eggs.

Bureau of Food Standardization

To receive from Division of Foods and Markets and Division of Agriculture samples of food products and commodities over manufacture or sale of which Department has regulatory powers and analyze these samples to ascertain violations of law, to give testimony in court as to results of analyses, to formulate and establish definitions and standards of food products, and to conduct research on methods of detecting adulteration of foods.

New York City Office

To carry on activities of Division in New York City in conformance with policies and procedure developed by various bureaus, to issue daily and weekly reports on food market conditions and prices in New York market, to follow-up shipments on request, to investigate complaints, to aid shippers in collecting claims, to hold hearings and act as arbitrator in controversies between shippers and receivers, to establish contact between producers and reliable receivers of farm products, to advise as to

methods of packing, grading and shipping foodstuffs, to investigate matters relating to the licensing and bonding of commission merchants and of milk dealers, to investigate financial condition and accounts of bankrupt receivers of foodstuffs for the protection of New York State shippers, to aid consumers' cooperative societies, and to promote economical methods of marketing.

Buffalo Office

To perform, as far as conditions require and resources permit, the same duties as described for New York City office.

Counsel

To advise Commissioner and other officials, sift evidence of violations, prepare cases for Attorney-General, represent Division in court, conduct inquiries at formal hearings, and to draft rules and needed legislation.

Editorial Board

To plan, edit and supervise publication of monthly bulletin, special bulletins, newspaper releases and other educational material relative to food distribution problems and work of Division.

DIVISION OF AGRICULTURE

REPORT FOR 1919

Under the direction of the Council of Farms and Markets, the enforcement and the carrying out of the provisions of the law pertaining to agriculture are assigned to the various bureaus in the Division of Agriculture. The bureaus in the Division are as follows:

- Bureau of Dairy Products
- Bureau of Animal Industry
- Bureau of Plant Industry
- Bureau of Farm Settlement
- Bureau of Statistics
- Bureau of State Institution Farms
- Bureau of Accounts
- Legal Bureau

Branch offices of the Division of Agriculture are located in New York City, Buffalo, Rochester, Utica and Cortland. Through these offices, which are under the direction of the Commissioner of Agriculture, the general agricultural law is enforced. Also the editorial work, preparation and distribution of Bulletins of the Division of Agriculture are in charge of Administration. During 1919, 51,000 bulletins, containing important information for farmers, were distributed. Reports to the number of 15,000 and 8,000 pamphlets and circulars were also distributed. In addition to this, information and reports were sent out for general publication.

Reports from the bureaus, which follow, show their activities in 1919.

BUREAU OF DAIRY PRODUCTS

Protection of the consuming public against adulterated or unclean milk and milk products, protection against the unlawful use of oleomargarine and other butter substitutes, and protection

for farmers in the purchase of feeds, fertilizers and seeds are the chief functions of the Bureau of Dairy Products. In this work, the Bureau, through its representatives, has under surveillance all plants and places in the state where milk is received. This Bureau also enforces the law providing for accurate tests of milk or cream by the Babcock method in order that producers may be protected in the sale of their milk.

Article III of the Agricultural Law, which this Bureau enforces, except Sections 55-61, relates to dairy products, butter, cheese, condensed milk, oleomargarine, the use of cheese brands, protection, care and handling of milk, care and feed of cows, from which milk is produced and sold on the markets of the state, the use of unclean receptacles, places of keeping milk, misuse or misappropriating by any person other than the owners of milk cans or milk bottles, unsanitary conditions in cow stables and dairy establishments, and the examination of applicants and the issuance of licenses for Babcock tests.

During the year, in its work, the Bureau of Dairy Products made 1487 inspections of cheese factories, butter factories, and milk plants, of which 1403 were reported in a sanitary condition. Of the number inspected, 84 were given notice to remedy conditions.

Dishonest Tests Apprehended

Under the direction of the Bureau 1290 inspections by agents on the testing of milk and cream by the Babcock Method were made. The inspection includes the examination of the apparatus, glassware, acid, composite samples, methods of keeping, and other points. If the inspection results in any suspicion of inaccuracy, incompetence or dishonesty with regard to tests of milk and cream, as to their butter-fat content, a retest of the remaining portion of the producer's composite sample is made by agents and a copy of the agent's test, together with a copy of the test made by the testers licensed by the Department, are forwarded to the Bureau of Dairy Products for comparison and such action as may be required. Following complaints and suspicion of unfair tests, retests have been made during the year at 375 plants or places where milk was being purchased from producers and its value determined by the butter-fat test. This work is highly

valued by producers in safeguarding the tests of their milk, which is purchased on a butter-fat basis.

As a result of the work under the direction of the Bureau, in the case of the Fairmount Creamery Company, with headquarters in Buffalo, N. Y., purchasing cream from 8,000 producers scattered throughout counties of the state, some as far east as Washington county, about 100 samples of cream were taken and forwarded to the chemist for analysis. Investigation by the Department indicated that this company was not crediting producers with the correct amount of butter-fat. In each case, the can of cream from which the sample was taken had to be forwarded to Buffalo by train, the agents in the Bureau riding in the baggage car, with the can of cream in view. Upon arrival in Buffalo the agents accompanied the can on a truck in order to witness delivery to the Fairmount Creamery Company's plant. Sixty-two of these cases were tried in Buffalo the week of January 5th. Seven of the Bureau agents and three chemists from Ithaca attended as witnesses. The trial lasted four days and the jury brought in a verdict against the Fairmount Creamery Company for \$600. The moral effect of this toward providing correct tests for producers is plain.

Babcock Testing Supervised

In order to insure correct testing by the Babcock Method, the Bureau made 1290 inspections and found that in 1066 cases there was complete compliance with the law. In 148 cases conditions were remedied and in 76 cases reports were held for further investigation. The Bureau issued 769 licenses for the operation of the Babcock test and renewed 2299. The Bureau conducted 67 examinations for those desiring to obtain licenses to test milk and cream by the Babcock Method; issued 502 cheese brands and 817 licenses to those having charge of milk gathering stations.

Evidence in cases of violations were submitted to the Legal Bureau for such action as the facts warranted. These were cases dealing with milk, butter, certified milk, cheese, cheese moisture content, cream, inaccurate testing, linseed oil, condensed milk, evaporated milk, oleomargarine, turpentine, illegal use of milk bottles and cans, unsanitary conditions, failure to obtain licenses,

and failure to retain remaining portion of composite sample of milk.

In addition to the regular work, this Bureau has been in charge of the State exhibit at the National Milk and Dairy Exposition in New York City. Demonstrations of every activity in connection with the production, manufacture and distribution of milk were given. This called for the manufacture of butter, cheese, cottage cheese, ice-cream and other milk products in the exhibit, with an exhibit showing the cost of production of milk and prices in 1913 as compared to prices in 1918. A cheese weighing nearly two tons and the testing exhibit were other features. The Bureau of Dairy Products has also been in charge of the Dairy exhibit at the State Fair. Thirty thousand dishes of ice cream, manufactured at the exhibit, were sold during four days at the State Fair last year and the testing of dairy products demonstrated. Large butter and cheese exhibits, including the cheese weighing three and one-half tons, were on display.

Feeding Stuffs and Fertilizers

In its feeding stuffs, fertilizer and seed work performed for the purpose of protecting farmers in the purchase thereof, the Bureau collected during the last year 1895 samples of feeding stuff for the purpose of determining whether they met the requirements of the law, and on 503 samples submitted information to the Legal Bureau for its consideration as to the action that should be taken. The Bureau issued 1132 certificates for the sale of feeding stuffs. It collected through the agents 640 samples of commercial fertilizer, and information on 59 of these was referred to the Legal Bureau. The Bureau issued 1004 certificates for the sale of commercial fertilizer. Samples of agricultural seed to the number of 189 were collected by the Bureau, and on 12 samples information was referred to the Legal Bureau.

Receipts from violations of the law, through the Bureau of Dairy Products for the year 1919, total \$23,709.16. Receipts from feeding stuff certificates total \$28,300. Receipts from fertilizer certificates total \$20,080, making a total of \$72,089.16.

BUREAU OF ANIMAL INDUSTRY

The Bureau of Animal Industry is engaged in the application and enforcement of the following statutes:

Chapter 311 of the laws of 1919, relative to diseases of domestic animals and the sale of calves and carcasses of the same:

Chapter 322 of the laws of 1916, relative to the licensing of stallions and the breeding of horses:

Chapters 461 and 464, of the laws of 1919, relative to the licensing of dogs and the protection of domestic animals therefrom; and Section 321 of Chapter 114, of the laws of 1918, entitled "Protecting the Breeding of Pure Bred Stock."

This Bureau not only performs all of the functions of the former Bureau of Veterinary Service, but also devotes its efforts to the general upbuilding and improvement of the live-stock population of New York State.

Attention is also directed to its broader scope and added duties under the amended law relating to diseases of domestic animals; the promotion of the Accredited Herd Plan of tuberculosis eradication as being carried on in cooperation with the Federal Bureau of Animal Industry; the supervision of those herds which have become accredited to tuberculosis-free and which must be zealously guarded against reinfection; the establishment of areas which are to be bovine tuberculosis-free; the further advancement of all movements for better live-stock in New York State, for breeding at home and abroad, to meet the demand following the world war; the elimination from dairy herds in this State of those cows unfit to produce wholesome milk; the rigid application of the law providing for the enrollment of stallions and securing the enactment of amendments to such law designed to place New York State on a plane for favorable comparison with western States where the nondescript or scrub stallion is fast being eliminated; the practical enforcement of the dog law to the end that every sheep owner and breeder of sheep in this state shall be afforded the proper protection against the ravages of dogs.

Live-stock Promotion

The work of the Bureau may be divided, for convenience, into two more or less distinct branches: one comprising varied activities having as their object the general fostering, promoting and upbuilding of the live-stock population of the state, both with reference to health and general condition. This includes the enforcement of the stallion enrollment law; the law pertaining to the protection of sheep and other domestic animals from the ravages of dogs, and protecting the breeding of pure-bred live-stock.

The other branch pursues lines of activity tending to the control and eradication of infectious or communicable diseases in domestic animal life, and also has to do with the provisions and requirements of statute in relation to traffic in immature veal.

With reference to domestic farm animals; that is, horses, cattle, sheep and swine, effort is being put forth to improve the quality and increase the numbers, thereby adding to the agricultural wealth and resources of this state, as well improving the fertility of the soil.

In the case of horses and cattle, emphasis is being placed on the advantage of using pure-bred sires, community owned, and the consequent exclusion of the scrub or inferior sire. The raising of more and better horses, particularly draft horses, is being encouraged to meet after-war demands.

The Bureau is also encouraging public live-stock exhibits tending to stimulate rivalry and competition. The importance of selecting desirable types of horses, cattle, sheep and swine is being presented. Effort is being made to bring about the raising of more young stock, particularly females.

For two years this Bureau has been in charge of the cattle, sheep and swine exhibits at the New York State Fair.

Under the stallion enrollment law, stallions offered for public service are enrolled as pure-bred, grade, standard bred, non-standard bred, and scrub, as their breeding may warrant. This entails the issuance and renewal of enrollment certificates, examination of certificates of condition of soundness and handling of enrollment fees.

Through application of the dog law, effort is being made to foster and protect the breeding of sheep, by making suitable reimbursement to those owners sustaining losses in sheep from dogs. This entails the handling and examination of innumerable claims for damages and the preparing for prosecution of those cases wherein dog owners fail to comply with the law.

Animal Disease Eradication

This Bureau commands a veterinary field force of about 75 veterinarians, whose duty it is to perform assignments in connection with the control and eradication of communicable diseases of domestic animals.

For the most part the work of these veterinarians has to do with bovine tuberculosis. This Bureau has entered into a working agreement with the United States Department of Agriculture under the Accredited Herd Plan of tuberculosis eradication. In brief, this plan contemplates the eradication of tuberculosis from herds, and eventually from areas, by means of the cooperative efforts of state and federal authorities, each of which is expected to participate equally in the expenditure of time and funds.

Other infections or communicable diseases to which the veterinary force devotes its energies are glanders, anthrax, black leg, rabies, hog cholera, actinomycosis, or lumpy jaw, etc.

Department agents seize, and department veterinarians examine, carcasses of immature veal sold or exposed for sale. Such instances of violation are then referred to the Legal Bureau.

Control of Domestic Animal Diseases

Most vital in the work of the Bureau of Animal Industry are its efforts to control and eradicate diseases of domestic animals, and in the case of some of these diseases to prevent infection of persons coming in contact with these animals. Outbreaks of anthrax, trichinosis and rabies are particularly serious with regard to infection and great care must be exercised in handling them, not only to prevent the spread among domestic animals, but among persons taking care of or, in some way, get in touch with them.

A report by the Bureau for the year ending July 1, 1919, shows that there were 56 outbreaks of anthrax, requiring the

Department to vaccinate 3246 cattle. In spite of precautions taken, several persons were affected with anthrax poisoning. A report also shows 65 outbreaks of black leg in cattle, and 1899 vaccinated. Ninety-nine cattle were affected with actinomycosis (lumpy jaw), and 98 were quarantined by the Bureau. Eight of these cattle died. Thirty cattle were affected with cerebro spinal meningitis and examined by veterinarians of the Bureau. Only two were lost.

Glanders

Glanders in horses is one of the diseases which calls for great effort on the part of the Bureau of Animal Industry. A quarantine established in the Greater New York district, and the examination of horses outside of this district, are measures taken to suppress the disease. The law provides for indemnity for horses suffering with glanders killed by the State.

The following is a summary of the glanders control work:

681 horses examined, 415 rejected as diseased; 317 non-clinical cases, 63 clinical and 1 no lesion case. Total appraisal, \$28,360; total indemnity, \$24,042; 34 died or were killed without appraisal; 130 premises quarantined and released; 42 horses quarantined and released.

Glanders Quarantine in Greater New York District

Total equines entering quarantined district	8186
Total equines released	8161
Total equines found glandered on arrival.....	25
Total equines accompanied by satisfactory health certificates	1894
Total equines tested at destination.....	6292
Total equines removed from quarantined district on permit	8392
Total equines removed from Greater New York to other parts of quarantined district on permit.....	1536
Total equines found glandered on test for shipment up-State	109

Hog Cholera

70 outbreaks; 2043 vaccinated; 1098 died.

Infectious Anemia

25 horses examined; 8 affected; 12 died; 1 killed.

Mange

211 cattle affected; 22 horses affected; 1 cow died.

Rabies

21 towns quarantined and released; 3 cities quarantined and released.

7 towns quarantined and not released; 1 city quarantined and not released.

Total individual quarantines placed, 128; 2 premises quarantined and released.

Approximate number of deaths in domestic animals (exclusive of dogs), 35.

Sheep Scab

About 168,148 sheep examined; about 1600 affected.

4 premises quarantined and 1 released.

Septicaemia Haemorrhagica (Blood Poisoning)

500 swine vaccinated; 67 swine died.

367 cattle vaccinated; 59 cattle died.

Tuberculosis in Swine

20 affected; 7 died.

Tuberculosis in Cattle

Total number tested (private and official tests — imported cattle, etc.).....	58,017
Total number reacted (private and official tests — imported cattle, etc.).....	3,923
Total number died or killed without appraisal....	1,826
Total number localized cases (appraised animals).	1,335
Total number generalize cases (appraised animals).	215
Total number no lesion cases (appraised animals).	99
Total appraised value.....	\$214,738 00
Total indemnity	\$132,700 21
Total returns on saleable meats and hides.....	\$41,949 52
Total number of animals placed out on owner's contract during year	608

Total number of animals placed out on owner's contract during year and still alive.....	448
Total number of animals placed out on owner's contract in previous years and still alive.....	218
Total number of animals placed out on State contracts during year	27
Total number of animals placed out on State contracts during year and still alive.....	25
Total number of animals placed out on State contracts in previous years and still alive.....	38

Veal Statistics

Live calves seized, 117; carcasses seized, 755; portions of carcasses seized, 263.

Number of cases referred to the Legal Bureau, 317.

Stallion Statistics

Number and classification of stallions enrolled during fiscal year:

Belgian draft	64
Clydesdale	19
French draft	9
French coach	5
German coach	9
Hackney	11
Morgan	5
Percheron	320
Saddle	4
Shire	10
Suffolk	16
Thoroughbred	20
Stanard bred	49
Non-standard bred	50
Grade	277
Scrub	246
Total.....	1114

Dog Fees, \$474,233.17

The following is a report as to moneys paid into the State Treasurer from the licensing of dogs, pursuant to chapter 800 of the Laws of 1917, as amended, also disbursements from such moneys, July 1, 1918, to June 30, 1919:

Receipts for the past fiscal year ending June 30,	
1919	\$466,603 42
Receipts, subsequent, but included.....	7,626 75
	<hr/>
Total receipts	\$474,233 17
	<hr/> <hr/>

Disbursements:

Enforcement expense	\$24,486 77	
Assessors' fees for the listing of dogs	37,520 30	
Assessors' fees for appraising damages done by dogs.....	11,987 45	
Justices and constable fees, pur- suant to articles B and D....	2,774 15	
Claims for damages by dogs.....	138,010 37	
Claims, unpaid, for damages by dogs	17,899 00	
	<hr/>	
Expenses deducted	\$232,678 04	
Surplus to be refunded.....	241,555 13	
	<hr/>	\$474,233 17
		<hr/> <hr/>

Number of claims for damages by dogs filed.....	1743
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Damage to domestic animals and fowls as follows:

3970 sheep killed; 2114 injured.

1711 fowls, 523 hares, 17 swine, 50 cattle and 20 goats, killed.

BUREAU OF PLANT INDUSTRY

The damage to trees and plants affected by contagious or insectious diseases, fungous growth, or infected with insect pests, is most costly to New York State's production. Crops are affected,

thousands and thousands of trees are stripped of their foliage and eventually killed, and unless checked or controlled, the effect of these diseases could only be estimated. The function of the Bureau of Plant Industry, through its experts, agents and inspectors, is to keep in touch with every section of the state and carry out plans to prevent the spread of these fungous diseases or insect attacks, and if possible to exterminate insect pests and eliminate fungus developments.

This Bureau also enforces the Apple Grading Law, providing for standard grades of apples grown in New York State.

European Corn Borer

One of the attacks which has brought forth the greatest effort on the part of this Bureau is that of the European corn borer, which was discovered in Schenectady County in January, 1919, following its discovery in eastern Massachusetts in 1918. This insect, if unchecked, is capable of destroying half of the corn crop of New York State and of the United States. Practically nothing was known relative to control or eradication. Efforts of control in Massachusetts in 1918 with regard to the corn borer had developed no feasible plans, and therefore in this state the process of collecting corn stubble by hand in fields where borers were found, was followed.

Under the provisions of Section 304 of the Agricultural Law, authority is given the Commissioner of Agriculture to control this or other destructive insects. A budget was prepared and submitted to the Governor, with a request for funds for a campaign by this Bureau for the control of the corn borer colony. Corn stubble on a tract of 25 acres was collected and burned, the work being supervised by the Bureau inspectors. A quarantine was placed on the infested district and enforced by the Bureau. The importance of this work is shown by the action of the Federal Government, which established a laboratory in the infested area for technical study of the insect for the purpose of determining its life history and methods of control.

In the summer of 1919, colonies of the devastating borer were found in the western part of the state, in Erie, Chautauqua and Cattaraugus, embracing 464 square miles, while the area in the Schenectady County section was 901 square miles.

The Bureau's inspectors have given careful study to the insect and found that in the northern part of the state it is likely to have but one brood, thus reducing the possibilities of loss similar to that caused by the second brood outbreak in Massachusetts.

The European corn borer spreads rapidly, and an investigation by the inspectors of the Bureau shows that the colonies already in this state constitute a menace not only to the corn crop in New York, but might spread to the great corn belt of the United States, thus making the problem national in scope. Therefore, the Department is co-operating with Commissioners of Agriculture and entomologists of the whole country in an effort to obtain an appropriation sufficient to adequately cover the cost of quarantining and attacking the insect in the New York colony. It is also pointed out that the Federal Government should be called upon for appropriations to carry on technical studies for the purpose of developing methods of control, and that New York State must determine its plans for its own protection. If appropriations are to be made, the Department feels that they should be made promptly so that necessary work can be done immediately.

Gypsy Moth Eliminated

One of the most destructive of the insect family which made its appearance in Westchester and Ontario counties in 1912, and which threatened to spread into extended areas, but as a result of the effort of the Bureau of Plant Industry has not gained a foothold in New York State, is the Gypsy Moth. For several years the Bureau conducted spraying operations in the infested sections, with the result that the districts were placed under control and the insect eliminated. Frequent inspections have been necessary, however, to prevent recurrence.

Brown Tail Moth

The Brown Tail Moth, another destructive insect, was found near Port Chester several years ago, and on Fisher's Island. Efforts of the Bureau have resulted in the elimination of this insect. It was as a result of careful inspection that this moth was eliminated. Thousand of nests of living caterpillars were found and destroyed before there was opportunity for the moth to fly and thus enlarge the infested area.

Nursery Inspection

Inspection of the large nurseries of the state have been thoroughly and carefully done by the Bureau. The agricultural law provides for the issuance of certificates showing that trees or plants are free from disease or pests, thereby preventing infection. Much work has been done by the inspectors of the Bureau along the line of advice in the management and control of insect pests and disease in orchards, and also as to orchard development. This service, the Bureau believes, is of great value to orchardists.

Quarantine orders against the importation of Christmas trees and Christmas greens from the New England states have been carried out. Inspection of shipments of nursery stock from other states has been carried on, with the result that deleterious insects and diseases have been prevented from becoming established.

Blister Rust

The blister rust of pine, a very serious problem in the nurseries, the Bureau reports is practically eliminated from the nurseries of the state. Blister rust is still a forestry problem, and the Bureau of Plant Industry is co-operating with the Conservation Commission toward control.

San Jose Scale

The San Jose Scale, which for twenty-five years has been a problem in the orchards of the state, is now only of minor importance. The Bureau has supervised spraying methods and now the insect is regarded as unimportant where the spraying methods are followed. It still requires the attention of inspectors, however, to see that shipments are free from the scale.

Co-operative Demonstrations

The Bureau of Plant Industry, in co-operation with State Entomologists, farm bureaus and other organizations, has conducted demonstrations and investigations in several counties. The results of these investigations and demonstrations will be published later in the reports of the Bureau and of the State Entomologists.

Other insects and diseases, such as the Oriental Peach Moth, the *Evetria buoliana*, the cherry ermine moth, the *Aporia orataegi*, are still receiving the attention of the Bureau, along with potato problems that are being worked out by the Bureau of Pathologists on Long Island. The recent introduction of the European poplar canker, the fungus disease that threatens the life of the poplar trees in New York State, has caused the Bureau to establish a quarantine and to take other steps intended to check this disease.

Apple Grading Law

Inspectors of the Bureau of Plant Industry have examined thousands of barrels, boxes and other packages of apples in the enforcement of the apple grading law. This law was enacted for the purpose of establishing standard grades of apples and has proved a most important factor in the marketing of the large apple crop in New York State.

For the year ending July 1, 1919 the Bureau made 3783 inspections, finding 97 violations of the law, 594 cases of minor defects and 3092 inspections which showed complete compliance with the law. From July 1, 1919, to January 1, 1920, 2031 inspections were made, in which 40 violations were found, 213 minor defects and 1778 in compliance with the law.

Many inspections are not recorded, since the packers have complied with the provisions of the law.

BUREAU OF STATISTICS

The Bureau of Statistics collects and disseminates information relative to agriculture as provided in Article XII of the Farms and Markets Law.

Reports were obtained through the supervisors and through agents and inspectors working out of the Albany office and the branch offices of the Division. From this information statistics were compiled as to the leading crops of the state. This Bureau cooperates with the United States Department of Agriculture representatives in statistical work and sends out statistical information.

The Bureau of Statistics inaugurated the plan of collecting information with regard to live-stock and other general farming

figures through the pupils in the rural schools. Excellent reports were obtained through the school children, and it is to be assumed that their interest in agriculture was by this means considerably increased.

The Department of Education cooperated with the Division of Agriculture in this work and it was only through this cooperation that the plan was successful. The school children showed the greatest interest in the gathering of figures, and were comparatively prompt in reporting them. This work was taken over temporarily by the State Food Commission, and it was so successful that the Division of Agriculture plans to continue the preparation of statistical information through pupils in the rural schools.

BUREAU OF STATE INSTITUTIONS FARMS

The chief work of the Bureau of State Institution Farms is the management of the farms connected with 42 State institutions, as provided by Article II, Section XII, of the Agricultural Law. In this connection representatives of the Bureau have visited these farms, which cover nearly 24,000 acres, and have made recommendations in regard to their management, the one idea in mind being to cause such farms to produce the most possible towards the maintenance of the inmates of the various institutions.

A comparison of results for a five-year period showed the following increases in this work:

			Increase
Total farm investment.	\$2,152,453	\$2,800,691	\$648,238
Yearly profits	202,826	352,456	149,630
Interest on investment at			
5 per cent	107,622	140,034	32,412
Profit above interest ..	93,332	212,421	119,089
Rate of profit made by all			
farms, per cent	9.4	12.58	3.18

This Bureau has given advice and suggestions in regard to the purchase of seeds, insecticides, lime, fertilizers and live stock, also regarding the construction and remodeling of farm buildings.

The recent law allowing the exchange of farm products between institutions has proved very beneficial and we have arranged several transfers of farm products between various institutions which we believe have been of benefit to all parties concerned.

The Bureau has been able to secure 54 of the state owned tractors, which were operated by the State Food Commission during the war, for the institution farms, and they will be of great value.

The system of farm accounting outlined by the Bureau is proving to be very satisfactory, and being uniform for all institutions, provides for comparisons of the efficiency of each farm and thus give aid along the desired line. The profit on the farms has increased over and above the last year.

Progress in Dairies

During the year 1919 great progress has been made with the dairy. At the Binghamton State Hospital, from a herd of 142 cows, 598,746 quarts of milk were produced, or an average production of 9,065.51 pounds of milk. This institution developed a cow that produced in ten months 20,858 pounds of milk. While St. Lawrence State Hospital still has the largest yield per cow, Binghamton is becoming a rival for first place.

In accordance with Article II, Section 12-a of the Agricultural Law, inspections of the various almshouse farms have been made. This work is being done more thoroughly than previously and we are continually being brought into closer touch with these farms and their management.

Extension Work

This Bureau also has charge of the extension fund and in this connection has operated stereomotorgraphs in many places showing the agricultural advantages of New York State. At Camp Mills and Camp Upton, stereomotorgraphs were operated from January 23d to September 1st, calling attention to the possibilities and opportunities on New York State farms, but we had representatives there during the time soldiers were being discharged in large numbers, who distributed Bulletin No. 115, "Farms for Sale or to Rent in New York State," and other literature along

similar lines. Representatives also gave short talks in the Y. M. C. A., K. of C. and other huts on opportunities on our farms. The rest of their time was given up to personal interviews with soldiers desiring work on farms or thinking of purchasing farms. The results of this work have been very gratifying. Many formerly of other states took up farm work in New York and city boys saw vividly the advantages of work in the open air and on the farm. As a result, New York State farmers have obtained farm labor and farms have also been sold. The effect of this work will be seen for the next ten years.

During the week of April 21, at the "Milk show" in New York City an exhibit setting forth the possibilities of New York State farms was made, at which four stereomotorgraphs were used.

In cooperation with Mr. E. W. Quackenbush, Agricultural Agent for the New York Central Railroad, two stereomotorgraphs were operated in the Grand Central Terminal from May 23, 1919 to January 14, 1920. These machines, showing slides along the lines previously mentioned, were run 18 hours out of every 24, and thousands of people saw them every day. Many inquiries have been received in regard to the purchase of farm land and securing work on farms. The results of this work will be seen for some time.

During the weeks of various agricultural conventions, stereomotorgraphs have been operated. Among such meeting were the Delaware County Jersey Breeders' Convention at Delhi, New York State Guernsey Sale at Albany, the American Prisons Association Conference, Pennsylvania Hotel, New York City; the Dairymen's Convention at Geneva, besides one stereomotorgraph showing sheep slides, has been operated in the Wellington Hotel, Albany, N. Y., from October 10th to the present date. During the week of the State Fair stereomotorgraphs were operated at the Onondaga Hotel, Syracuse, N. Y., and the Arlington Hotel, Binghamton, N. Y.

At the State Fair this Bureau had an exhibit showing how the cost of milk production may be reduced by increasing the production per cow. In connection with this, nine cows owned by the various state institution farms were exhibited. These cows

had a yearly production of from 4,454 pounds to 20,852 pounds per year. Those interested were requested to select the cows giving the various amounts of milk. During the week 7,305 persons took part in the contest, no one of the number being able to correctly place more than five cows. The exhibit showed the public that it was difficult to pick out good producing cows without the aid of the milk scales and the Babcock tester.

On November 1st the work of the Bureau of Production of the Food Commission was turned over to this Bureau, with no extra office help. We have, however, one repair man working on the state owned ditchers. Plans have been worked out for the operation of these machines during the season of 1920. Fourteen state owned ditchers in fourteen different counties will be operated.

LEGAL BUREAU

The work performed in the Legal Bureau for the calendar year ending December 31, 1919, was as follows:

Examining all evidence in purported cases that were submitted to this Bureau by the chiefs of the different bureaus in the Division of Agriculture to ascertain whether the facts submitted are sufficient to constitute a cause of action for violation under the provisions of the Agricultural Law. During this period cases were referred to the Attorney-General for action as follows:

Under Article 3 of the Agricultural Law, relating to dairy products, 517 cases were referred to the Attorney-General for his consideration and such action as the facts might warrant. These cases were for violation of different sections of said article.

Under Article 5, which relates to animal industry, there were 369 cases referred to the Attorney-General for violations of the different sections of this article.

Under Article 5-a, relating to enrollment of stallions, there were seven cases referred.

Under Article 5-b, relating to dogs, there were 2573 cases referred, including assignment claims and cases for failure of peace officers to obey order issued by a justice of the peace or magistrate.

Under Article 7, relating to concentrated commercial feeding stuffs, there were 303 cases referred.

Under Article 9, relating to commercial fertilizers, there were 22 cases referred.

Under Article 10, relating to turpentine and linseed oil, there was one case referred.

Under Article 11, relating to apples and pears, there were 52 cases referred.

Under Article 14, relating to corn borer, there were three cases referred.

Under Article 15, relating to agricultural seeds, there were five cases referred, making a total of 3847 cases referred during the year to the Attorney-General for his consideration and action.

\$36,184 in Penalties

The amount collected in penalties by the Attorney-General for the period above referred to, or such of them as came to final issue during the year, was \$36,184.81.

The above statement applies to cases made from January 1, 1919, to December 31, 1919, both inclusive.

Each of the above cases, except the cases against delinquent dog owners, involved much correspondence between this bureau and the defendants prior to reference of the cases to the Attorney-General. The cases are not referred to the Attorney-General, as a rule, until the defendants have been notified of the charges against them and given a chance, if they so desire, to either explain or pay the penalty which the statute provides.

In addition to this work there is a large amount of correspondence carried on with persons desiring to know what the law is and what must be done in special instances stated by them in order that they may conform to the requirements. Many requests come from persons desiring to know about special laws on the statute books applying to agricultural matters, such as drainage, line fences, etc., which laws fall fairly within the realm of laws relating to agriculture.

The different bureaus of this Division also require and receive information relative to law which such bureaus are enforcing and the methods required in enforcing same, in order that their action may be within the lines laid down and powers granted by the statute. Particularly is this true in relation to the laying and raising

of quarantines, importation and exportation of animals, trees, plants and other products and expense involving interstate commerce traffic and also in relation to the allowance or consideration of claims made for damages done to domestic animals or fowls by dogs.

Considerable correspondence is carried on between this Bureau and the Attorney-General and his designated attorneys in relation to facts submitted to him — either in communications or affidavits — which seemingly tend to modify or change the evidence in cases referred so as to present a new condition under which it becomes or may become necessary to determine whether an action can or should be maintained; also in keeping track of the cases coming to trial and getting the witnesses to court at such trials as requested by the Attorney-General or his representatives.

There is also a considerable amount of work done in this Bureau in preparing bills or advising in relation to amendments to the Agricultural Law, or particular parts thereof, to make the changes found to be necessary by experience in enforcing the statute or to remedy defects in a statute found to exist in trials of cases.

BUREAU OF FARM SETTLEMENT

Settling of farmers on farms of the state, dissemination of information as to the agricultural advantages of New York, supplying labor and especially presenting to desirable immigrants farming opportunities, are the leading activities of the Bureau of Farm Settlement.

The preparation of a bulletin containing a list of 4,000 farms for sale or to rent, with brief descriptions, and in some cases prices, is an important accomplishment of this Bureau. This bulletin is widely distributed, reaching practically all of the western and central states and also foreign countries. It informs the prospective farm purchaser of the price of land in this state, within a comparatively short distance of the greatest marketing place in the world, and shows the climate and gives a general description of the land by counties. As a result of the circulation of this bulletin, thousands of inquiries are received by the Bureau of Farm Settlement with regard to farms in New York State.

Farms Sold Valued at \$1,863,625

During 1919, 290 farms listed in the bulletin were sold, the aggregate value of these farms being \$1,863,625. In addition to farms listed in the bulletin actually sold, it is well known that a considerable number of farmers have been induced through the bulletin to come to this state and take up farming who are not recorded as having purchased a listed farm.

In 1919 farms for sale or to rent bulletin contained a list of only 1100 frms, and especial effort was made last year to increase this number. The State Department of Education co-operated in this work and descriptions of farms for sale or to rent were obtained through the schools in the rural districts. The sale of farms from the 1920 bulletin, with 4000 farms listed, it is expected, will be much greater than heretofore.

The Bureau of Farm Settlement has endeavored to assist in the solution of the farm labor problem. Farm workers to the number of 150 were sent to farms from New York City, and through correspondence and personal interviews, a considerable number of laborers have been sent to farms by the Bureau in Albany. The Bureau is now in touch with organizations and individuals interested in placing families on farms in certain sections where there will be opportunity for community life.

Representatives of the Bureau have accompanied hundreds of prospective buyers to various counties of the State, showing farms, explaining the character of the soil and furnishing other information requested. Plans are now under way for the settlement of one or two tracts of land in the State suitable for the settlement of a group of families.

Efforts to interest returned soldiers in farming met with encouragement. A considerable number have requested the bulletin containing a list of farms for sale or to rent, or have conferred with representatives of the Bureau with regard to farming possibilities.

In Touch with Immigrants

In keeping in touch with immigrants, through a representative, with headquarters at the New York office of the Division of Agriculture, the Bureau has been able to create interest among them in New York agriculture.

Figures compiled by the Bureau show that 18,000 immigrants have arrived from Syria, Macedonia, Persia, Turkey, Armenia, Arabia and Morocco during the last year. Few could be interested in farm work. Reports to the Bureau also show that 28,000 Italians have left this country for Sicily, Sardinia and other southern provinces of Italy, taking with them a large amount of money, estimated at ten million dollars. Some have returned, but not many could be interested in farming. Reports also show that 125,000 Poles have left for Poland, most of them coming from western States. About 60,000 Hungarians in New York have accumulated from \$2,000 to \$10,000, and while they intended to return to their native country, have not done so because of unsettled conditions. The Bureau has persuaded quite a number to settle on farms in the State, and is continuing its efforts along this line. Greeks to the number of 7200 left for Greece, taking with them funds to redeem their farms, in many cases were mortgaged. Several farms have been sold to Russians and Roumanians, but about 15,000 are reported to have left for those countries, having accumulated some money during the war. About 10,000 Bohemians, Slavonians and Croatsians are in this country and efforts are being made to induce those with farming experience to engage in farming in this State. Scandinavians and Finns are interested in New York agriculture and are constantly making inquiries with regard to farm opportunities. Quite a number are selling their farms in the west and coming to New York State on account of the difference in the price of land.

Advertising in the western agricultural papers, development of tracts of land which may now be purchased at a most reasonable price and is now idle, for cattle and sheep raising are planned.

The following shows farms sold by counties:

County	Number	Price	County	Number	Price
Ontario	1	\$5,500	Tioga	15	44,400
Orange	5	43,300	Tompkins	1	2,500
Oswego	9	52,300	Ulster	13	101,500
Otsego	17	38,600	Warren	3	7,000
Rensselaer	14	73,100	Washington	6	19,600
Rockland	2	24,500	Wayne	3	14,500
St. Lawrence	2	8,800	Wyoming	1	4,500
Saratoga	7	46,200	Yates	4	29,800
Schenectady	1	2,500	(Sold by New York		
Schoharie	9	23,825	Representative) .	16	108,000
Seneca	1	7,500			
Steuben	7	34,400		290	\$1,863,825
Sullivan	4	24,500			

BUREAU OF ACCOUNTS

The Bureau of Accounts has charge of administration of state funds and finances in the Division of Agriculture and the Division of Foods and Markets, as provided by legislative enactment.

Functions of the Bureau follow:

Accurate and proper records showing the status of appropriations made for the use of the Department.

Examination and audit of traveling expense accounts, claims against the State for damages under the indemnity laws relating to domestic animals and fowls, bovine and equine animals, and other fixed charges necessary for the proper administration of the affairs of the Department. An average of 600 of these claims and accounts are handled by this Bureau each month.

Preparation of semi-monthly pay-rolls of permanent employees, and monthly pay-rolls of per diem veterinarians, appraisers and extension lecturers; and county farm bureau agents and home demonstration agents.

When claims are paid, a record of each check is made by this Bureau; it is then forwarded to the person or persons in whose favor it is drawn. An average of 1,200 checks a month are forwarded through this Bureau.

Statements showing balances of appropriations are prepared each month and submitted to the State Comptroller for verification.

The Bureau of Accounts receives all money paid into the Department, and at the end of each month it is forwarded to the State Treasurer. An itemized statement of the receipts is sent to the State Comptroller.

The civil service records of all employees are kept by the Accounts Bureau, and also records and duplicate accounts of all claims paid out of Department appropriations.

The work of this Bureau was increased during the part year by the activities of the Department in efforts to control the European Corn Borer. This necessitated the employing of a great many laborers. Each one of these employees was paid each week by checks made out in this Bureau, instead of by cash from the hands of foremen. While this entailed a greater amount of work than by the cash method, it safeguarded the funds and provided a receipted voucher from each employee in the form of a cancelled check.

DIVISION OF FOODS AND MARKETS

REPORT FOR 1919

The work of the Division of Foods and Markets is divided among six bureaus, two branch offices and the Counsel, all responsible to the Commissioner of Foods and Markets who is assisted in general administration of the Division by a Deputy Commissioner and a Secretary. The six bureaus are:

- Bureau of Markets and Storage,
- Bureau of Co-operative Associations,
- Bureau of Licenses,
- Bureau of Weights and Measures,
- Bureau of Food Products,
- Bureau of Food Standardization.

Branch offices are located in New York City and Buffalo.

An Editorial Board within the Division was created by the Commissioner to supervise the preparation and distribution of bulletins and other publications.

Reports on the activities and accomplishments of the Division in 1919 through these various units of organization follow.

In the general administration of this Division the Commissioner of Foods and Markets has had the problem not only of organizing a new department, but of establishing pioneer lines of governmental effort in a field where there was neither precedent nor experience. For this it was necessary to confer continually, as the work progressed, with representatives of producers, consumers and food trade groups, to devote a considerable amount of energy to making surveys of conditions about which no adequate information was available and to experiment in some instances to determine the practicability of proposed measures of improvement. The purpose of the Commissioner has been to develop a maximum degree of team-work and co-ordinated effort within his Division. Toward this end he has held regular conferences with the directors of bureaus and branch offices at which new policies and methods

of work have been discussed. Contact during the year was established with the Federal Bureau of Markets and with the marketing agencies of neighboring States in various line of activity and agreements entered into for mutual help.

Through the efforts of the Commissioner a plan for the distribution of army and navy surplus foods by up-State municipalities was put into effect. The Commissioner acted as agent for the cities, towns and villages, wherever they needed assistance, in placing orders for this food and in following up the orders to secure prompt delivery. As a result of the encouragement and aid given by the Division 46 cities and towns secured shipments of army and navy foods in amounts ranging from a truck load to 33 carloads, with a total value of approximately \$4,200,000.¹

BUREAU OF MARKETS AND STORAGE

During 1919 the routine work of this Bureau included enforcement of the cold storage laws, monthly publication of reports on foodstuffs in storage, investigation of complaints against transportation companies and dealers in farm products, assistance in making of claims for loss or damage of shipments, issuance of market reports and other information on marketing subjects. In addition several special investigations and surveys and new studies inaugurated.

Enforcement of Cold Storage Law

The cold storage work of the Bureau has four separate phases, as follows: Inspection at frequent intervals of all licensed public cold storage warehouses in the State, the compilation of a monthly report on the amount of foodstuffs held in such warehouses, inspection of retail stores to determine whether cold storage food is being sold without being properly represented as such, and, lastly, the inspection of unlicensed cold storage warehouses when necessary.

A total of 1,394 regular inspections covering the licensed cold storage warehouses was made during the year and 166 violations of the law reported. After investigation, 134 of these cases

¹ Descriptions of army food sales are given in the August and October issues of "Foods and Markets."

were referred to the Attorney-General for prosecution and of the remainder 29 were satisfactorily explained or proved to be minor violations and were dropped. Three cases were still under investigation at the end of the year.

Between January and October, 4,349 inspections of retail stores were made by the agents of the Bureau. In October this work was transferred to the Bureau of Foods Products.

Twenty-one special inspections were made of cold storage warehouses which had either applied for a license or which there was reason to believe should be required to take out a license and recommendations were made to the Bureau of Licenses which resulted in the issuance of licenses to 13 warehouses.

Special Surveys of Cold Storage Holdings.

At the direction of the Commissioner of Foods and Markets, the Bureau carried out a special survey covering 471 private storages in New York State to determine the amount of food in storage on March 1, 1919. The data thus gathered were published together with the holdings on the same date in the licensed public storages.

A special inspection of up-State unlicensed cold storage warehouses was also conducted during August to determine the basis for certain rumors that these unlicensed warehouses were being used for the storage of large quantities of meat. In this survey 48 warehouses were covered, none of which were found to be storing products other than fruit and vegetables, which are exempt under the present law. In this connection an investigation was also made to determine the location and quantity of certain meat cured in borax and held under bond by the United States government in various licensed warehouses. The State Attorney-General ruled that meat so stored did not come under the New York State law. A total of 37,105,248 pounds of this borax cured meat was found to be in storage in the State, mostly in up-State licensed warehouses, this borax cured meat having been apparently the basis for the rumors in question.

Shipping Point Survey

In the latter part of August work was begun on a shipping point survey, the object of which is to gather information at the point of origin concerning the shipment of all the more important New York State crops, including the quantities shipped from

each station and the names of the shippers. The names and location of all canning and other factories buying direct from the farmers and the nature of the products used by them as well as the nature and extent of rural motor truck express routes in the state are also included in the survey. The data gathered regarding each shipping point and each shipper at that point are recorded on cards so devised that they may be filed together and marked with tabs at the top of each card so as to present a visible index of the work when it is completed. The cards for each county are filed together, with the towns in the county arranged alphabetically. From the record so arranged it is possible to pick out readily all the stations from which any given product is shipped as well as all the shippers of such a product. In the same way existing cooperative associations, canning and other factories, and motor truck lines may be located. When completed this information will be of great value to receivers and shippers of New York State crops.

This work suffered a number of interruptions because of the inadequate working force available. The following counties had been completed during the year: Monroe, Wayne, Genesee, Niagara, Cayuga, Chautauqua, Franklin, Madison, Oneida, Herkimer, Orange, Otsego, Ulster, Stueben, Ontario, Onondaga, Cortland, Seneca, Orleans, Schuyler, Yates, Livingston, Tompkins, Chemung, Tioga, Wyoming, Allegany and Cattaraugus. The work is being continued and it is expected that the remaining counties of the state will be covered at an early date.

Complaint and Grievance Service

The major portion of the complaints received by the bureau regarding loss or damage of shipments or failure to make satisfactory returns for produce on the part of wholesale receivers in the markets have to do with shipments sent to either the New York city or the Buffalo markets and are referred directly to the offices of the Division in these cities for investigation and handling. During the period of this report, however, a total of 14 such complaints were handled directly by the Albany office of the bureau. Six of these were in connection with shipments sent to markets outside the state and the remainder were complaints of

a general sort against transportation companies or against dealers located in markets other than New York City or Buffalo.

Increasing numbers of complaints regarding car shortages at various points through the State were taken up directly with the State Public Service Commission and the Bureau was in many cases able to present special information regarding the urgent need for moving certain products which could not have been presented by the individual shipper.

Public Market Survey.

A questionnaire was sent out covering cities and larger towns of the State to determine the location and comparative success of existing public markets. In addition, special surveys were made in 15 cities to determine the feasibility of establishing public markets. This material was published in the July issue of the Division's monthly bulletin.

Market News Reports.

The Bureau exercises general supervision over the publication of market reports covering the New York City and the Buffalo markets, their actual publication being under the immediate direction of the New York and Buffalo offices.

Legislative Program.

There was prepared for submission to the Legislature a draft of a new cold storage law to replace the present law, which has been proven by the experience of the Bureau to be inadequate in many particulars. With the assistance of the Department of Poultry Husbandry of the State College of Agriculture, a proposed "Good Egg Law" was drafted along the lines of the so-called "Uniform Good Egg Law," already adopted by a number of States.

Grades and Standards.

One of the most important steps in improving marketing conditions is the establishment of recognized and standard grades for farm products. For apples and peaches, legal standards have

already been adopted in New York State. In order to devise similar grades for other products which shall be properly adapted to State conditions, numerous conferences have been held with shippers, with dealers, and with agents of the Federal Bureau of Markets who are engaged in research along these lines. As a result of this work tentative grades for onions and potatoes have been developed and are ready for consideration at a proposed series of public hearings, preliminary to submission to the Council. Some progress has also been made in drafting plans for grading tomatoes and cabbage.

Miscellaneous Activities.

During the year the correspondence of the Bureau has more than trebled in volume and it has become an important clearing house for information relative to marketing problems for both producers and consumers.

Agents of the Bureau assisted in the investigation of the milk situation in Glens Falls and Troy which was carried on by the Council of Farms and Markets.

During the early part of the year the Bureau waged a successful campaign to prevent the New York Central Railroad Company from leasing in hay sheds at Thirty-third street, New York City, to the United States postal authorities. These sheds are the only ones on the island of Manhattan which can be used for the storage of hay received from shippers in New York State and their loss would have been a serious blow to the efficient handling of this important New York crop in the metropolitan market.

BUREAU OF COOPERATIVE ASSOCIATIONS

As a means of promoting economy, efficiency and service to the public in the marketing of farm products, the assistance rendered to co-operative associations of producers and consumers in New York State by the Bureau of Co-operative Associations is one of the most important functions of the Division. The economic pressure on farmer and consumer in the last year forced each group to seek ways of reducing costs in the handling of foodstuffs between them. Few things demonstrated to be funda-

mental in a program of efficient food distribution can be accomplished without co-operative effort.

New York State has reached a point where the future of its agriculture, in competition with the large scale, co-operatively organized agriculture of the West, is endangered. Transportation, refrigeration and scientific methods of packing and shipping annihilate distance from market as a competitive factor. The agriculture of this State must meet the cheap food production of the West with even greater efficiency of production and marketing, to survive.

Beginning in California north to the great North-western apple belt, working back eastward to the grain belt, the live stock section, the dairy section of Minnesota, Wisconsin and Iowa, over the border into Canada and finally to southern States the formation of farmers' co-operative associations has brought the most up-to-date methods of assembling, grading, packing, advertising and marketing of farm products ever known in this country. From across the Atlantic comes the competition of the co-operatively organized farms of Denmark, Russia and other countries.

In the other states and countries the state has promoted and given a guiding hand to co-operative associations. In doing so it helps its citizens to help themselves as distinguished from the increasingly discredited method of doing the things for them. Modern problems of democracy are economic rather than political, and in assisting co-operative effort the political state gets done for it what it could not do itself toward meeting these problems.

Origin of Bureau.

The Bureau of Co-operative Associations which had its origin in an amendment to the Agricultural Law in 1913, providing for the development of co-operative associations, has the duty of carrying out the following provisions of the Farms and Markets Law:

"Aid and assist in the organization of co-operative societies among producers and consumers for the purpose of securing more direct business relations between them, of promoting and conserving the interests of producers, and reduce the cost of living to consumers." (See section 30, article 2).

Demands for information regarding co-operation, for addresses at public meetings, for practical help in drafting articles of incorporation and by-laws and for advice as to methods of organization and operation in 1919 were overwhelming. In face of these demands the Bureau, instead of being given a larger equipment of personnel, was almost choked out of existence through the veto of its appropriation by the Governor after the 1919 session of the Legislature had passed a special bill to provide for it. Only by borrowing agents from other bureaus was the work kept going.

Producers' Associations Organized

The Bureau assisted in the organization of 160 associations engaged in the marketing of 16 different kinds of products. Among these were ten apple packing associations in Niagara county, which last Fall successfully graded, packed and marketed \$750,000 worth of apples, reducing the cost of packing to the grower and rendering the fruit much more satisfactory to the consumer. Sheep breeders' associations, organized with the help of this Bureau, marketed in 1919 over a million pounds of wool at a saving of ten cents per pound.

The Onondaga County Milk Producers, one of a number of dairy associations assisted, has four hundred members and is erecting a \$300,000 milk plant with the very best apparatus for pasturizing and bottling, thus affording the farmers a reliable outlet and assuring the consumers a reliable and continuous supply of the best quality.

Another of the associations organized is the Central New York Tobacco Growers' Co-operative Association which is handling a five hundred acre crop of tobacco for its members, valued at \$750,000.

Hay associations organized since June, 1918 now handle many hundred carloads of hay at a saving to their members of many thousand of dollars. Maple product associations have been organized to protect the producer from the speculator who attempts to control market prices. These associations are furnishing consumers an absolutely pure article not always readily obtainable through regular trade channels.

These producers' associations not only handle produce for their members but purchase supplies amounting in value to several

million dollars a year. Because of the recent growth of these agencies, accurate figures as to volume of business are not available.

Consumers' Co-operation

Civic bodies, women's clubs, labor unions, groups of government employees, community councils and other groups of consumers called upon the Division of Foods and Markets for information on co-operation and assistance in organizing co-operative buying agencies. As far as possible specific demands for help were met but the resources of the Bureau were inadequate in this respect.*

Perhaps the most signal accomplishment in this phase of the Bureau's work was the incorporation of the Postal Employees' Co-operative Association of New York, a central wholesale purchasing agency for the thirty or forty co-operative stores located in post office stations in Greater New York. This organization represents the purchasing power of 12,000 postal employees who with their families make approximately 60,000 consumers. The business of these co-operative stores had by the end of 1919 already reached a volume amounting to over a million dollars a year. The savings effected have materially reduced the living costs for these employees, and must have contributed toward checking the large turn-over of labor in the post offices.

Consumers' associations do not under the present laws have the same advantages in case of incorporation in this State as do producers' associations, a situation which is obviously unfair and which can be met by the passage of a membership act similar to the present act for producers (article 13-A, chapter 645, Membership Corporation Law). A bill drafted by the Bureau will make it possible for small groups of five or more persons to incorporate an association and start buying collectively without the expense and formality now required. Its enactment will greatly facilitate the separate organization of small unit buying agencies operating through a central wholesale corporation.

* See report of New York City office.

BUREAU OF LICENSES

The work of the Bureau of Licenses has to do with the enforcement of three licensing laws applying to: (1) milk dealers who purchase milk from producers either for shipping to a city or for manufacture, (2) commission merchants dealing in farm produce, and (3) public cold storage warehouses. Applications for licenses and bonds when when required, are examined by this Bureau. Before a license is issued to a milk dealer a complete investigation is made of his assets and liabilities, including the appraisal of equipment, buildings and real estate.

It is also the function of the License Bureau to receive and transmit to the State Treasurer through the Bureau of Accounts all fees from the issuance of these licenses, and to distribute among claimants the amounts collected from bonding companies on bonds forfeited by bankruptcy or violations of the law.

The Bureau directs the investigation of complaints in regard to licensees and prepares the evidence in cases against licensees for submission to the Attorney-General.

Milk Dealers' Licenses

Milk dealers coming under the license requirement, (sections 55-61, Agricultural Law), must secure an annual license for the license period from September 1st to August 31st following. Whether or not the milk dealer be required to file a bond or give security is determined by the Commissioner of Foods and Markets. If the dealer is a person or a domestic corporation and is found after investigation to possess sufficient assets reasonably to assure compensation to probable creditors the Commissioner may relieve the dealer from filing a surety bond or other security. During 1919 it was found advisable to require bonds ranging from \$5,000 to \$100,000, from 108 milk dealers buying milk from producers. Of the total of 583 applications for milk dealers' licenses received during 1919, 475 were relieved from filing bonds because of their sound financial condition.

The following summarizes the milk licensing work of the Bureau in the year ending December 31, 1919:

Number of applications and fees received prior to
January 1, 1919, for which licenses were issued
between January 1st and August 31st, 1919..... 209

Number of applications and fees received January 1st to December 31st, 1919.....	420
Number of licenses issued January 1st to December 31st, 1919	583
Cases pending January 1, 1920	46
Number of cases turned over to the Attorney-General for prosecution for failure to secure license, year ending December 31, 1919 (14 of which have completed their papers, and licenses have been issued)	57
Amount of fees for milk dealers' licenses deposited with State Treasurer	\$5,830

Owing to the fact that the calendar year overlapped two license periods the number of applications received does not represent the actual number of separate dealers licensed, which is 424.

Commission Merchants' Licenses

The commission merchants coming under the license requirement (article 12-a of the Agricultural Law), are defined as "any person, firm, association or corporation who receives, sells or offers for sale farm produce on commission." They are required to file annually on June 1st of each year an application for license and a fidelity bond with satisfactory sureties in the sum of \$3,000, as a guarantee of honest accounting to those who ship them farm produce on commission.

The following summarizes the activities of the Bureau in relation to licensing commission merchants in 1919:

Number of fees received from commission merchants from January 1st to December 31, 1919, (for the year ending June 30, 1920).....	651
Number of licenses issued from January 1st to December 31st, 1919, (for the year ending June 30, 1920)	648
Number of cases pending	3
Amount of fees which the Director of the Bureau of Licenses authorized the Director of the Bureau of Accounts to release to the account of the State Treasurer for which licenses have been issued	\$6,480

Cold Storage Licenses

All public cold storage warehouses are required by article 16-a (section 336-a) of the Public Health Law to file an application for a license before the first day of October of each year, accompanied by a fee of \$25. If the applicant's plant or plants are found to be in a sanitary condition on inspection the license is issued.

The number of these licenses issued in 1919 was 73 and the fees collected therefrom amounted to \$1,825.

Summary of Fees Collected

The amount of fees received during year were as follows:

From milk dealers	\$5,830
From commission merchants	6,480
From cold storage licenses	1,825

Total amount turned over to State Treasurer \$14,135

BUREAU OF WEIGHTS AND MEASURES

The Bureau of Weights and Measures was severely handicapped during the first half of 1919, because of the fact that up to May, it had the services of but one inspector. Subsequent to April 22, when the present director assumed charge, some time was required to reorganize the Bureau and systematize its work in accordance with the policies adopted by the Department. Two inspectors were appointed in May, and energies were centered upon building up closer contact with county and city sealers throughout the State, a condition of vital importance to successful enforcement of the weights and measures law.

Two special investigations, one dealing with the sale and delivery of ice to consumers and the other with gasoline measuring devices operated by retailers, were features of the Bureau's activities the latter half of 1919. Both surveys were state-wide in extent and brought about greatly improved conditions in the marketing of the two commodities named.

In the investigation of the weighing of ice on delivery there were 2,122 separate deliveries by 570 different dealers checked by inspectors who found 50 per cent. of the ice scales giving short

weight. Approximately 20 per cent. of these deliveries were found to be from one to 19 pounds over weight. A total of 587 deliveries were found to be accurate.

Five prosecutions were made by the Bureau as a result of this inquiry and four convictions secured, the fifth prosecution pending.

Tests of gasoline pumps operated through the State, disclosed a serious situation whereby automobilists of the State were being mulcted of thousands of dollars monthly through careless or dishonest operation of these semi-automatic measuring devices. A total of 1,111 gasoline pumps were tested and of these 535, or approximately 48 per cent. were found to be delivering short measure on five gallon deliveries. Offsetting this shortage 233 pumps were found to be delivering excess measure but the excesses were chiefly limited to one-half and one pint on five gallons while the minus deliveries ran into quarts and even to one and two gallons.

Other special investigations were conducted on the weighing of cheese in Oswego county, the packing and sale of grapes in the western part of the State and an inquiry into the methods of sale and marking of olive and cottonseed oil.

Work With Local Sealers

Increased living costs have quickened the interest of consumers in the weighing and measuring of their daily purchases of the necessities of life and added greatly to the demands made upon the State Bureau and upon county and municipal sealers.

As a part of its educational work, the Bureau gives instructions to newly appointed local sealers in the duties of their office and in the methods to be followed in securing enforcement of the laws. During the year new sealers in six cities and four counties were given instruction in the work.

Field Work During Year

Field work of the Bureau during the year consisted of inspections of apparatus in 57 counties of the State, every county being covered with the exception of those counties comprising Greater

New York. More than 15,000 separate pieces of apparatus were tested as follows:

	Average per cent. correct.
Scales, 3,558	79.6
Weights, 7,956	95.7
Measures, liquid, 2,486; dry, 588; linear, 247...	88.2
Packages, 297	83.8

These inspections cover groceries, meat markets, confectionery, feed, dry goods stores, coal offices and other mercantile establishments. Scales, weights and measures are tested to ascertain whether or not they are accurate. Where any apparatus is found inaccurate, a warning is left by the inspector advising the proprietor to remedy the condition at once. This process is a check upon the local sealer and the thoroughness of his work. Often a state inspector is able to apprehend a dealer who is intentionally short weighting because of the fact that the inspector's identity is unknown to the storekeeper.

Tests Made at State Institutions

Under the law the Bureau is required to make tests of weighing and measuring devices in use at State institutions. In 1919 forty such institutions were visited. Total apparatus tested in such inspections:

	Average per cent. correct.
Scales, 732	78.5
Weights, 2,374	94.7
Measures, 53	97.7

Laboratory work in the making of precision tests is an important phase of the activities of the Bureau and the demand for the testing of apparatus of widely varying type is continuous. During the year there were 561 pieces of apparatus submitted to the laboratory, some types of scales and measuring devices requiring a great many tests before decision could be reached.

Total apparatus tested during the year in the laboratory follows:

Scales	20
Weights	445
Measures	84
Miscellaneous	12

There were 124 complaints of violations of the weights and measures law investigated by the Bureau, these including instances of incorrect marking, no marking, short weight or short measure and inaccurate scales.

BUREAU OF FOOD PRODUCTS

The activities of the Bureau of Food Products have to do with the enforcement of the laws relating to adulteration and misbranding of food products and involve the making of inspections of retail stores, vinegar plants, food manufactories, restaurants and other places where food is prepared or sold. These inspections include the taking of samples for laboratory tests, the collection of evidence of violations, and instructing manufacturers and retailers as to the rules and regulations concerning the food products handled.

In the year 1919 there were 7,659 store inspections made by the agents of this Bureau, 3,034 food samples taken for analysis and several hundred cold storage egg sales inspections made including those made under the supervision of the New York office. Violations were turned over to counsel. Letters of warning were sent out in cases of adulteration reported and these were followed by inspections resulting either in compliance with the law or prosecution by the Attorney-General.

Baking establishments in ten cities were inspected and more than seven hundred samples taken of shortenings, icings, fillings and various products used by bakers, with the idea of ascertaining the class of ingredients used and whether or not such ingredients were being sold in compliance with the food laws. In addition, samples of evaporated apples and other fruits were collected for analysis by the laboratory.

From the activities of the bureau during the past year tables have been compiled of the different food commodities of which samples were taken. These include, together with information as to the brand, the name of the retailer, the name of the manufacturer, a unit cost price to the consumer. They cover olive oil, corn oil, cottonseed oil, peanut oil, miscellaneous oils, coffee, spices, peanut and apple butter and vinegar.

BUREAU OF FOOD STANDARDIZATION

Although a part of the Division of Foods and Markets, the Bureau of Food Standardization has actually served as a technical laboratory for all analyses required for either division in the administration of the laws under which the department operates. These analyses include physical and chemical examinations of foods, food products, beverages, vinegar, spices, condiments, flavoring and coloring matters, turpentine and linseed or flaxseed oil.

The main laboratory of the bureau is located at Albany. Owing to the difficulties of securing competent chemists at the salaries offered, it was not possible to maintain the full force allowed during the year and the laboratory staff consisted of the director and three chemists, besides a helper and stenographer. The branch laboratory at Ithaca has two chemists and a small laboratory at Canton has one chemist on part time. The New York city laboratory and the Buffalo laboratory were discontinued July 1, 1919.

Samples Examined in Albany Laboratory

A total of 3,598 samples were received for examination at the main laboratory in 1919, an average of 299 a month.

These included the following material received from the Division of Agriculture:

Butter and Oleomargarine	88
Cheese	24
Condensed and evaporated milk	34
Cream	7
Lacterometers	49

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Linseed oil boiled	12
Linseed oil raw	19
Milk and skimmed milk.....	438
Turpentine	31
<hr/>	
Total	702
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The 2,896 samples examined for the Division of Foods and Markets in 1919, included:

Beverages	26
Cocoa and chocolate	40
Cocoanut	4
Egg powdered and egg substitutes.....	49
Fruits, evaporated and dried.....	118
Fruit butters	24
Honey'	45
Macaroni, spaghetti, vermicelli	16
Noodles, egg and plain.....	2
Table oils	382
Peanut butter	69
Spices, ground	686
Vinegar	553
Miscellaneous	882
<hr/>	
Total	3,596
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Definitions and Standards

Control over adulteration and misbranding of food products and other commodities can only be effectively exercised for the protection of the public when definitions and standards for these commodities have been established. It is the important function of this bureau to formulate definitions and standards, where satisfactory definitions are not already established, defining quality and what constitutes adulteration. These standards can only be arrived at after the most thorough scientific study of each commodity separately. The Director of this Bureau has prepared tentative definitions for many different articles. As

rapidly as possible; hearings are being held on these and formal departmental rulings established..

Beverages

Because of the impetus given to the soft drink business in the last six months, analyses were made of non-alcoholic beverages to determine specific gravity, the amount of solid material left after evaporation and presence of saccharin, preservatives and added color. The majority of these beverages appear to be subject to the requirements of the law in regard to mixtures or compounds and should be labeled to show their character and constituents.

The use of saccharin in all food articles has been prohibited by the Federal government, even when its presence is indicated on the label. This department takes a similar stand and considers any beverage containing saccharin to be sold in violation of our food law.

Fruits, Evaporated and Dried

During the year 71 samples of evaporated apples, 28 of apricots, 14 of peaches and five of pears were collected and analyzed. Chemical determinations were made of the amount of moisture present and the percentage of sulphur dioxide.

Results of the examinations indicate that treatment with sulphur dioxide or sulphites is almost universal in preparation of dried fruits. It is recommended by the Director of the Bureau that a limit be set of 350 milligrams of total (that is, both free and combined) sulphur dioxide per liter or kilogram with an allowance of not over 20 per cent of this amount in a free state.

This maximum of sulphur dioxide was exceeded in 25 out of 28 samples of dried apricots. It was exceeded in all but one sample of dried peaches and it was exceeded in three out of five samples of dried pears.

Fruit Butters

Fruit butter is the sound product made from fruit juice and clean, sound, properly matured and prepared fruit, evaporated to a semi-solid mass of homogeneous consistence, with or without the addition of sugar and spices, or vinegar and conforms in main to the fruit used in this preparation.

During the year the Bureau has analyzed 22 samples of apple butter, representing all the brands which the inspectors of the Department were able to find on the markets of the State. It was thought that the results of the examinations would be of great aid in establishing some reasonable chemical standard for this product. The results, however, were very variable. The determinations were water, solids, ash, reducing sugars, acidity expressed as number of cubic centimeters of normal alkali required for 100 grams, polarization direct and invert, and the amount of sucrose calculated from the polarization.

Peanut Butter

Pioneer work was done in the analysis of peanut butter, which was defined as:

"Peanut butter is a product made by grinding the more or less completely roasted, shelled and blanched peanuts, with or without the addition of salt. If any substance other than salt is added to the butter, the label of the packages in which it is put up should carry a plain statement indicating what ingredients, other than those normal to peanut butter the product contains."

Examination of 69 samples showed determinations of water, fat, total ash, salt, salt free ash, nitrogen and protein. These analyses furnish the basis for formulating chemical standards for some of the constituents of a normal peanut butter.

Table Oils

Analyses of 382 samples of olive and table oil showed the most common substitute for olive oil to be cottonseed oil. Other oils found were peanut, corn and sesame.

The examination of these oils has consisted of making determinations of those constants which were deemed most likely to give indications of purity or of the chief constituents in case of mixtures. The constants on any given oil vary somewhat the oil itself varies depending upon the material from which the oil has been pressed or extracted, the method of its preparation and purification.

Vinegar

Five hundred and fifty-three samples were received for analysis during the year. Three hundred and two of these, labeled as cider vinegar, were passed and one hundred and seven, labeled as cider vinegar, were reported adulterated. There was a large number of samples labeled vinegar, distilled vinegar, white vinegar, many of which are violations of the vinegar law because of deficiency of labeling.

In connection with the analyses of the cider vinegars which were passed it is interesting to note that the average for vinegar solids for the number was 2.02 grams per 100 cc.

Ninety and seventy-two hundredths per cent of the samples contained vinegar solids of 1.6 grams or over per 100 cc. Seventy-one and fifty-two hundredths per cent contained solids of 1.8 grams or over.

Ithaca Laboratory

The Ithaca laboratory received for analysis during the year 580 samples, of which 175 were food samples from agents of the Division of Foods and Markets, 314 were samples of dairy products and oleomargarine from Division of Agriculture agents, 52 were composite factory milk samples and the remaining 39 were unofficial samples from various sources.

On December 31, 1919, there remained on hand 65 food samples due to an increased influx of samples during the last half of December. All the rest were analyzed and reported on, except four factory composite milk samples that arrived in a condition unfit for analysis.

In addition to the regular laboratory work, the two chemists gave testimony in court, examined candidates for Babcock tester's license. co-operated with the College of Agriculture in special investigations of "gargety" milk, studied phosphorous compounds in butter and conducted other minor investigations.

NEW YORK CITY OFFICE

The New York City office of the Division of Foods and Markets may be described as a cross-section of the entire Division. The different lines of activity of the Division are carried on in

New York City through this office and under the general supervision of the director of the office, in conformance with policies and procedure developed by the bureaus.

Owing to the death in December, 1918, of Mr. W. E. Evans, the New York City office was left without a head and until July 1st the director of the Bureau of Markets and Storage had general charge of the New York office.

Market Reporting

The most important single function of the New York office from the standpoint of facilitating the marketing of farm produce is the issuance of daily and weekly reports on food market conditions and prices. Agents of the office collect daily information in the wholesale markets by personal visits to receivers, commission merchants and farmers in the farmers' markets and report on prices at which goods are actually sold by the original receivers. Each of the different commodity markets is covered at a time when the trend of the market for the day is determined, running from 2 or 3 A. M., in the case of fruits and vegetables, at certain seasons, to 1 P. M.

Daily mimeographed reports are sent out each afternoon on the first four days of the week to a limited mailing list, including the county farm bureau offices from which farmers in each county may secure information by telephone regarding the commodities in which they are specially interested. The daily report is intended to meet the needs of those who want prompt and more specific information than can be furnished by a weekly report. It emphasizes the commodities grown in New York State and gives the New York farmer and shipper reliable, unbiased and specialized data not supplied him by any other public agency.

The weekly report evolved in the course of the year from three mimeographed pages of the most rudimentary information to a condensed, standardized printed double-page sheet covering the New York market conditions of fruits, vegetables, live-stock (calves, hogs, sheep, lambs and cows), live poultry, live and dressed rabbits, hay, straw, rye, buckwheat, butter, cheese, eggs, beans, honey, maple sugar, maple syrup, dressed poultry, hides and rabbit skins.

On the week ending December 20, 1919, the distribution of the weekly was as follows:

To individuals by second-class mail.....	3,700
In packages of 60 to 1,400 to county farm bureaus for mailing from there to farmers.....	6,590
To dealers, office distribution, and to limited first-class mailing list	810
Total	11,100

In addition to the above, an abridged edition of the weekly report is mailed each week to 650 newspapers for publication.

The extent to which this report, carrying as it does into every farming section of the State live information as to conditions on the New York markets, tends to facilitate marketing, particularly of small shipments that farmers hesitate to send to a primary market when they are in the dark as to what return they may get, can not be measured. It tends to prevent gluts and scarcities, thereby stabilizing market conditions. There can be no doubt that it brought into the New York market in the last year a vast amount of farm produce that would not otherwise have come and at times when demand was greatest and prices highest. As to its serviceability to the farmer, the letters of county farm bureau agents, individual farmers and newspapers in rural communities may be taken as evidence.

No reports are mailed to persons who do not specifically request them and every year those receiving the report are required to renew their request by post card. As a result of favorable comments on the market reports by agricultural journals, requests from individual farmers to be put on the mailing list increased rapidly in the last three months of 1919.

Follow-up of Shipments

A service of great value to New York farmers and shippers is the following up of shipments of farm products on their arrival in New York city. Any farmer who sends a case of eggs or a carload of potatoes can have that shipment checked up when it reaches the city and a report as to when it got there, the condition

in which it arrived and the returns he should receive on the sale, if he will only write the New York office a postal card at the time he ships stating the transportation agency, the address of the receiver, the contents of the shipment and his own address.

Inspection of Fruit and Vegetable Shipments

It is essential that the New York office develop an inspection service similar to that of the United States Bureau of Markets to meet the needs of farmers, shippers and receivers of perishable foodstuffs grown in New York State. The lack of equipment for this service at the present time leaves the shipment originating in New York State without the protection afforded to shipments received in the New York market from points outside the State. The Federal Bureau is not permitted to make inspections except of interstate traffic. Continual demands were made, therefore, on the State market office during the last six months of 1919, for technical, official inspections of the condition of car-lot shipments of perishable fruits and vegetables from points in New York State. For this men with not only practical knowledge of the market but a fundamental training in plant pathology are required. The lack of this governmental inspection means loss to New York farmers, waste of good food and increased cost of marketing.

Contact Between Producer and Market

The bringing of farmers into contact with reliable persons or firms that will purchase the products they have to sell is a service rendered by the New York office under direction of the Bureau of Markets and Storage. Inquiries from farmers related to such questions as how to sell small pigs and a score of other commodities and in each case the farmer's request got personal attention and all necessary information.

Complaints Investigated

Investigation of complaints against receivers or shippers enabled the Division to correct many malpractices and promote honest dealings between the two. The majority of the complaints received were for short or non-payment and these are usually collected

directly and the money forwarded to the shipper. The average amount thus collected per month was not large but in November in a single case the office collected a claim of \$598.

Formal hearings are required in the course of investigation of more serious complaints and in settling controversies, while some cases have to be taken to court as was the case of Sodus Fruit Farm against Davis & Davis, which resulted in a judgment of \$100 against Davis & Davis for receiving goods on commission without a license.

Co-operative Organization

A program for co-operative work by the State in New York city prepared by the director of the New York office was adopted by the Bureau of Co-operative Associations and approved by Commissioner Porter in October.

This program included:

- (1) Survey of existing co-operative societies in New York city, for the purpose of analyzing their experiences, their difficulties and their successes for mutual aid and the benefit of new societies that may be formed in the future. The need for this is apparent to any one who has tried to get even a list of addresses of the consumers' co-operative associations in Greater New York.

- (2) Checking spurious co-operative organizations, to prevent exploitation of the word "co-operative" for private business ends.

- (3) Training of co-operative store managers in efficiency methods of buying, operation of stores and supplying information to them on market conditions and prices.

- (4) Assistance to groups desiring to start co-operative enterprises to organize, incorporate and draft by-laws.

- (5) Education on the principles and history of co-operation in response to demands from consumers groups.

- (6) Survey of buying clubs co-operative in character.

This program was followed in the work for the remainder of the year, with the assistance of the Consumers' League of New York city and the Co-operative League of America.

Rural Motor Truck Express Survey

A state-wide rural motor truck express survey launched in September, 1919, for the purpose of locating and analyzing the experience of existing rural motor express routes, was directed by the New York office and 287 motor express lines carrying food into or out of New York city from communities within a radius of 75 miles were located. A vast amount of valuable information was secured regarding location, kind of business and method of operation of motor express routes in up-state counties. Sixty-nine different rural express lines were found in 18 counties. The possibilities of the rural motor truck express as a means of supplementing existing transportation facilities and giving agricultural areas a more efficient outlet to markets have been set forth in a special bulletin of the Division that is available for distribution.

BUFFALO OFFICE

Buffalo, the second largest receiving and shipping market for foodstuffs in the State, is in an important center for the marketing work of the Division. The Bureau of Markets and Storage carries on its activities not only in Buffalo but in nearby counties through the Buffalo office, and in the same way as the New York office, the Buffalo office is also an agency of the entire Division.

The Buffalo wholesale food markets are covered every day and daily mimeographed reports are issued five days a week, the mailing list for these including largely farmers in the western end of the State.

During April a special study was made of the Buffalo fish market with reference to the comparative prices, both wholesale and retail, prevailing the last three years. This study was later extended to cover the fish business carried on at the port of Dunkirk.

For the enforcement of the cold storage egg ruling of the Council and the requirements of the cold storage law, 1,733 inspections of retail groceries were made by inspectors of the Buffalo office.

One of the three field agents of the Buffalo office was used several months on investigations of cost of milk production and distributing for the Council of Farms and Markets. His investigation of the milk situation in Plattsburg resulted in a reduction

of the price of milk to the consumer from fourteen cents to twelve cents per quart.

Complete lists of names and addresses of wholesalers, retailers, manufacturers and distributors of food products in Buffalo were prepared. Daily lists of car arrivals of produce destined for Buffalo distribution were made for use in market reporting and for reference.

The director of the office made a survey of the marketing facilities in Jamestown, Lockport, Lackawanna and Niagara Falls.

COUNSEL'S OFFICE

The Counsel to the Council of Farms and Markets also serves as Counsel to the Division of Foods and Markets, which involves in addition to advisory duties on questions of legal policy, a great amount of routine work in the sifting of evidence of violations, preparing cases for action by the Attorney-General and answering inquiries as to requirements of the laws enforced by this Division.

Violations of these laws and of regulations of the Council of Farms and Markets are submitted by the bureaus to him for examination to determine whether or not there is ground for transmitting them to the Attorney-General. Policies as to character of evidence to be collected and procedure in preparing cases are determined by him. This is work which before the organization of the new Department was done by several people instead of one.

In important court cases involving the Division the Counsel appears as its representative.

During the period from January 1, 1919 to December 31, 1919, the Counsel transmitted to the Attorney-General, for the Division of Foods and Markets, 211 cases, some of these cases covering a number of violations. During the same period there was collected in penalties and costs by the Attorney-General, on account of cases which the Counsel had sent to his office, the sum of \$3,969. There was also collected, during the same period, the sum of \$3,000 under the commission merchants law, and \$2,087.79 under the milk bonding law. These sums are not revenues of the state but were collected for distribution to farmers.

The amount of penalties collected does not measure the value of the Milk Bonding Law enforcement inasmuch as the greater

part of the cases settled were dropped after full compliance with the law by the parties against whom action was taken.

Some of the most difficult problems of the Department have required new legislation or amendment of existing laws, the burden of drafting which has fallen largely on the Counsel.

In the numerous public hearings held by the Council of Farms and Markets and the Commissioner of Foods and Markets on milk and other matters in New York City and Buffalo and other cities, the Counsel took charge of examination of witnesses.

The New York office has the services of an assistant counsel who examines evidence of violations before transmitting them to Albany, advises the Director on legal matters particularly in reference to licensees and investigation of complaints, represents the Division in court in New York City when necessary and conducts inquiries at formal hearings.

EDITORIAL BOARD

In lieu of an editorial staff for which there is no provision, the Commissioner instituted an Editorial Board consisting of the division secretary, director of the New York office, assistant director of the Bureau of Markets and Storage, and a proofreader acting as editor. This Board was given responsibility for the preparation and supervision of all publications of the Division with the exception of the daily and weekly market reports. In addition it has acted as a clearing house for other educational material of the Division, such as stereopticon slides and lectures on marketing problems.

Monthly Bulletin

The monthly bulletin of the Division entitled "Foods and Markets" is the medium through which the results of investigations into new marketing problems are made available to the public. It is intended to furnish the citizens of New York State information on food distribution not easily accessible elsewhere and to acquaint them with the work and the aims and purposes of the Division.

In spite of the great amount of public discussion of the more sensational aspects of food distribution conditions in the last few

